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UNCLAS NAIROBI 001520

SENSITIVE

DEPT FOR AF/E, AF/RSA, AND S/CT
EEB/TRA/OTP FOR DORIS HAYWOOD
PM/ISO FOR JEFF FREDERICK
OSD FOR DAVE GRUBER

SIPDIS

E.O. 12958: N/A
TAGS: [EWT](#) [EAI](#) [ECIN](#) [ECON](#) [EFIS](#) [MARR](#) [MASS](#) [MCAP](#)
MOPS, PHSA, PINS, PREL, SMIG, SENV, SNAR, ASEC, KE
SUBJECT: KENYA: GLOBAL MARITIME PARTNERSHIP (GMP) INITIATIVE

REF: State 215121

¶1. (SBU) The U.S. Mission in Nairobi is already implementing several maritime security initiatives with GOK agencies that would appear to fit under the GMP initiative, and uses the coastal security subcommittee of the CT Working Group to coordinate across the various Mission agencies. However, the GOK does not have an agency strong enough to coordinate GOK policy and actions under the Global Maritime Partnership (GMP) initiative. The GOK Coastal Security Steering Committee was an initiative of the Ministry of Provincial Administration and Internal Security, but the Ministry was not able to sustain the effort, and the Committee has not formally met since August 2007. The Kenya Maritime Agency (KMA) has the legal authority to address maritime security issues, but not the resources. The Kenya Port Authority (KPA) is fairly effective at securing the Port of Mombasa, but is focused on Port security. The Kenya Navy is under-resourced and not effective. The Kenya Police Maritime Unit may be a precursor to a Kenyan Coast Guard, but lacks resources. Post therefore recommends not proposing the GMP to the GOK, but continuing to work with the relevant GOK agencies until a GOK interlocutor that can effectively coordinate and develop interagency policy positions or programs develops.

Existing Bilateral Maritime Security Programs

Dept of State, Bureau of Diplomatic Security, Office of Antiterrorism Assistance

Program: Maritime Security Initiative:

¶2. (SBU) The U.S. and Kenya signed a Memorandum of Intent on May 19, 2006) under which both governments agree to cooperate in building Kenya's capacity to prevent, interdict and investigate acts of terrorism in the ports and along the coast of Kenya. This program provided three patrol boats to the Port of Mombasa in 2007, and trained officers from all the maritime security stakeholder organizations: Kenya Police Service - Maritime Police Unit, Administration Police, Kenya Wildlife Service, Kenya Navy, Kenya Ports Authority, Kenya Revenue Authority, Kenya Maritime Authority, Fisheries, Immigration and others as appropriate to coordinate and use the boats effectively. It also provided other law enforcement equipment to the Maritime Police Unit, enabling that service to institute 24 hours a day patrols in the Port of Mombasa starting in April 2007.

¶3. (SBU) Under the program, U.S. Coast Guard, Navy and others have provided operational, technical, management, planning, maintenance, and other courses on subjects including:

Port and Harbor Security Management

Comprehensive Maritime Security
Maritime Operations
Small Boat Operations
Leadership and Management
Outboard Motor Maintenance
Advanced Boarding Officer Course
Coastal Search and Rescue
Maritime Law Enforcement Officer Training
Counter Terrorism in a Maritime Environment
Maritime Security conferences in Mombasa and Madagascar
Maritime Security consultation in the US.

This initiative has used the U.S. Coast Guard International Training Programs International Training Division (ITD) Yorktown Training Center to train Kenyans from various agencies in both Yorktown and in Kenya. Since 2005, ATA has sent and escorted Kenyan participants to conferences and consultations in the Washington DC, Baltimore, Detroit, South Carolina, Virginia, Florida, Louisiana and New Mexico, Madagascar and Mombasa.

Program: Manda Bay Initiative:

¶4. (SBU) A \$3M Training facility was completed February 28, 2008 at Manda Bay Naval Base. Ongoing training courses include officers from the Maritime Police Unit, Administration Police, Kenya Wildlife Service, Kenya Navy, Kenya Ports Authority, Kenya Revenue Authority, Kenya Maritime Authority, Fisheries, Immigration and others and cover subjects including maritime operations, counter-terrorism in a maritime environment, small boat operations, advanced boarding officer training, maritime law enforcement officer instructor training, advanced outboard motor maintenance, and other courses. Graduating units will receive boats, trailers, prime movers which will enable the graduates to deploy immediately and become operational. Funding for the training facility, equipment and courses will exceed \$7M in three years.

National Steering Committee for Maritime Security

¶5. (SBU) The Ministry of Provincial Administration and Internal Security established the inter-agency National Steering Committee for Maritime Security in 2007 in an effort to coordinate the actions of the many agencies involved in maritime security issues. ATA supported the committee in the drafting of a white paper on National Maritime Security Policy and Strategy, and ATA reps attended meetings as non-voting members. The Committee became dormant in the run up to the December 2007 election and post election period. ATA is trying to encourage revival of the Committee.

Maritime Transportation Security Act (MTSA) and U.S. Coast Guard ISPS Liaison Program

¶6. (U) Working with the Embassy Economic Section, officials from the USCG's International Port Security Program visited Nairobi and Mombasa in May 2007 to conduct a review of Mombasa in accordance with the Maritime Transportation Security Act and the International Ship and Port Facility Security (ISPS) code to determine whether effective anti-terrorism measures were in place. The Kenya Port Authority and the Ministry of Transportation are working with USCG to arrange a reciprocal visit to the U.S. to continue the exchange of best practices in port security.

Kenya-U.S. Liaison Office (KUSLO) Patrol Boats and Training

¶7. (SBU) The U.S. Navy has been training students from the Kenya Navy in Manda Bay since 2004. To date, nearly 200 sailors have gone through the intensive 8-week course in small boat operations. In 2008, DOD partnered with DOS to combine training in Manda Bay under the Comprehensive Maritime Security course. The curriculum still contains the original 8-week training course in maritime small boat operations, but now adds a 4-week period focused on anti-terrorism and law enforcement issues.

¶8. (SBU) Additionally, KUSLO works with KMOD and KNAV to identify other training courses both in Kenya and in the United States that will enhance the professionalism and maritime security skills within the force. This year KNAV will participate in DOS sponsored courses taught by the U.S. Coast Guard in Search and Rescue, Small Boat Operations, and Boarding Officer operations. In FY09, through

KUSLO's security assistance program, the Naval Small Craft Instruction and Training School in Florida will host selected KNAV sailors taking courses in small boat operations and outboard motor maintenance.

¶9. (SBU) In 2007, the Kenyan Navy received delivery of 1 Archangel and 5 Defender motor boats and associated equipment through KUSLO's FMS program. The plan for FY09 is to further enhance the coastal security capability of KNAV through additional small boat purchases and new coastal radar systems.

Customs and Border Protection (CBP) Programs

¶10. (U) CBP has an ongoing program with Kenya Revenue Authority (KRA) and other Kenya government agencies to help them implement the World Customs Organization (WCO) Framework of Standards to Secure and Facilitate Global Trade through training, donation of equipment, and assistance on port/border security issues via visits by CBP subject matter experts, etc. related to the maritime/seaport environment. Programs focus on port and border security issues related to counter-terrorism, export border control, weapons of mass destruction, trade fraud, alien smuggling, fraudulent travel documents, mala-fide travelers, impostor identification on legitimate documents and various other issues. CBP has provided equipment and training, or is scheduled to provide training listed below to Government of Kenya officials pertinent to the "Global Maritime Partnership Initiative."

¶11. (U) CBP has donated equipment (contraband detection kits, inspection tool bags, radiation detectors, gamma radiation pagers, binoculars, radios, alarm meters, and leatherman/gerber multi-tool kits) valued at \$120,000 that are being used in the seaport/maritime environment. Individuals with the Kenya Revenue Authority (KRA) Customs Services Department, Kenya Port Authority (KPA), Kenya Police and Kenya Maritime Authority (KMA) have received training on the proper utilization of the aforementioned equipment.

Train-The-Trainer Workshop (T3W)

¶12. (U) This program provides participants with a relevant adult-learning education model and opportunities to practice lesson development and presentation skills in a supportive small-group environment.

Integrity/Anti-Corruption Training

¶13. (U) These training assists foreign law enforcement agencies maintain a high level of integrity in their daily operations. CBP offers assistance programs ranging from integrity awareness training to formal advice on development and operation of an internal investigations organization within a specific government agency.

Fraudulent Documents

¶14. (U) This program builds capacity in host country agencies to identify documents used in a fraudulent manner to obtain admission or other benefits.

Supply Chain Security, Government-Business Partnership/C-TPAT

¶15. (U) This program assists local government in developing a strong and credible supply chain security program.

Industry Partnership Seminars

¶16. (U) This program builds on the best practices of varied customs administrations and industry partnerships to strengthen supply chain security, encourage cooperative relationships, and better concentrate Customs resources on areas of greatest risk. Together, enhanced security practices and increased supply chain performance reduce the risk of loss, damage and theft, and lessen the threat that terrorists will attack the global supply chain.

Risk Management and Targeting Seminar

¶17. (U) This program teaches an effective means of identifying high-risk shipments and provides the knowledge and skills necessary

to significantly improve targeting capabilities.

Legal Authorities for WCO Framework

¶18. (U) This one-week seminar is designed to outline legal and regulatory structures that are fundamental to implementing the World Customs Organization (WCO) Framework of Standards for representatives of the Customs legal department, as a basis for considering possible amendments to existing statutes and regulations.

Management Seminar

¶19. (U) This one-week seminar is designed for senior managers who are responsible for organizational change and strategic planning.

Short-Term Advisory (STA) Assistance

¶20. (U) Short-term advisors are assigned for specific purposes based on their particular expertise. These assignments may last from just a week or two to a few months. Some of these STA programs provide foreign law enforcement organizations (Customs, Police) with the initial recommendations for these organizations to develop long-term modernization and reform programs. CBP may contribute to these projects by providing additional training and technical assistance over a period of months or several years, should funding be made available.

Department of Energy

¶21. (U) The U.S. Department of Energy (DOE) National Nuclear Security Administration (NNSA) is currently discussing with Government of Kenya officials the possibility of establishing the Megaports initiative at the Port of Mombasa.

Regional Cooperation; CJTF-HOA EASWIO Initiative

¶22. (U) Working with CENTCOM, and State's DS/ATA and AF/RSA, the Combined Joint Task Force-Horn of Africa (CJTF-HOA) has organized regional conferences to discuss maritime security strategies in a regional forum. Strengthening maritime security represents the convergence of multiple national interests such as maritime security, safety, peace and prosperity. The team concept allows inter-agency and inter-governmental agencies to come together and share their policies, programs and ideas.

¶23. (U) The first East Africa and Southwest Indian Ocean (EASWIO) Maritime Security Conferences was held in Antananarivo, Madagascar in 2006 with mostly military representation. The focus was on the need to develop national maritime strategies. EASWIO II was held in Mombasa, Kenya in 2007, and had a mix of military personnel and civilian maritime and port security authorities. That conference focused on several key issues raised during EASWIO I, including the need to develop bilateral and multilateral collaboration on maritime security issues in the region. EASWIO II also explored interest in development of a Maritime Center of Excellence for training. Topics discussed included maritime security and coalition efforts, regional maritime safety and security situation, maritime economics and environment, and port security.

¶24. (U) The EASWIO III conference is scheduled in the autumn of 2008. To capitalize on the momentum realized in EASWIO II, and make EASWIO III a working conference that generates tangible products and action among EASWIO nations, CJTF-HOA will host up to two sequential working groups (WG-1 and WG-2). The first working group will be in mid-June 2008 in Djibouti. The goal is to make progress on the regional Maritime Security and Safety initiative and ensure the EASWIO nations, as key stakeholders, are positioned to take a lead in developing the initiative. The output of the conference will be a generic maritime strategy document providing a template for both national and regional development for subsequent endorsement at the autumn Sub Ministerial meeting. The Maritime Security and Safety Strategy must include all the elements of maritime domain awareness, security, safety and that of supporting infrastructure such as ports and maritime training centers. It must be underpinned by the requisite legal instruments and policies.

¶25. (U) The second working group is a contingent activity. Initial

bilateral strategy development assistance visits should be evaluated to determine if common issues, skills, or other drivers could be usefully assisted by another seminar or working group sessions. Because of summer vacation practices in EASWIO, the decision to convene WG-2 should be made by early June and conducted no later than the beginning of September 2008, before the start of Ramadan.

¶26. (U) The products from these working groups will carry forward to the EASWIO III conference. The target audience of EASWIO III includes the participants of WG-1 and WG-2, but would also include principal policy heads below the ministerial level to build additional institutional support. The conference would be led by the Naval War College, African Center for Strategic Studies or other suitable entity. The expected outcomes include:

- USG assessment of each EASWIO nation's progress and prognosis for near-term adoption of a national maritime strategy;
- Provision of assistance in resolving impediments to adoption of strategies and identification of institutional capacity necessary to implement such strategies,
- Reinforcement of the need for regional cooperation and regional integration of maritime security strategies across the sub regions; and,
- Preliminary advocacy for development of sub regional cooperative bodies, including exploration of possible use of existing international organizations.

Other Maritime Security Programs to Raise with GOK

¶27. (U) Post will seek opportunities to raise the following initiatives with the appropriate GOK agencies to determine their level of interest.

- Ship Security Alert System (SSAS), which allows a vessel operator to send a covert alert to shore for incidents involving acts of violence, such as piracy or terrorism.
- Automatic Identification System (AIS), which is navigation equipment installed on ships that automatically sends the ship's identity, position, course, speed, navigational status, and other safety-related information to other ships and shore-based agencies
- Operation Port Shield, in which the U.S. Coast Guard uses a Risk Based Decision Targeting Matrix to decide which incoming vessels to inspect. GOK agencies may be interested in learning how to develop and use a Risk Based Decision Targeting Matrix for the Port of Mombasa. Coast Guard may be able to demonstrate the matrix during the upcoming reciprocal ISPS visit.
- Smart Box Initiative technology involves an imbedded, electronic container security device that helps determine whether a container has been opened or tampered with at any point along its journey.

Kenya Revenue Authority (KRA/Customs) would likely be interested in such technology to prevent both tampering and to keep transit cargo from "falling off the truck" while en route to Uganda and points beyond on the Northern Corridor.

Ranneberger